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STATE FOR G/TIP, EUR/PGI, EUR/AGS, INL/HSTC, DRL/IL, AND PRM
SATE PLEASE PASS TO USAID

E.O. 12958: N/A

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SUBJECT: GERMAN STATE MAINTAINS COMMITMENT TO COMBAT FORCED
PROSTITUTION IN AFTERMATH OF 2006 WORLD CUP

Sensitive but Unclassified -- Not for Internet Distribution

¶1. (SBU) Summary: North-Rhine Westphalia (NRW), Germany's most populous state, appears to be successfully combating trafficking in persons for the purposes of sexual exploitation. Using both traditional and innovative methods, NRW experienced a decrease in the number of trafficking in persons cases in 2006. The State Office of Criminal Investigation (LKA), the Ministry of Integration and Women's Affairs (MGFFI) and local NGOs attribute this decrease to their multi-organizational approach in executing what they describe as a comprehensive strategy to reduce trafficking in persons and told us that they have been approached not only by other German states, but also neighboring countries to share their best practices. End Summary.

The Numbers Speak for Themselves: NRW TIP Victims Down in 2006

¶2. (U) According to the LKA's annual report on trafficking in persons for the purposes of sexual exploitation, the number of such cases in NRW decreased by 11 percent from 78 in 2005 to 69 in 2006, the most recent year for which data are available. These figures also show that in 2006 the actual number of forced prostitution victims statewide was at its lowest level in almost 10 years (99 victims). The majority of the victims (78 percent) were from Eastern Europe, with the largest percentages from Romania (21.1 percent) and Poland (14.4 percent).

Traditional Strategies Beefed Up

¶3. (SBU) A senior official at the Ministry of Integration and Women's Affairs told Pol/Econ officer recently that press speculation over increased demand for prostitute services, which could have increased the number of trafficked forced prostitution victims during the 2006 World Cup, "sent the ministry into overdrive." A senior LKA official told us the long-standing interagency working group that addresses this issue beefed up its traditional three-pronged approach (heightened awareness, additional border checks, and increased police presence). Senior MGFFI officials said these strategies were particularly effective as they were a result of a long-standing working relationship among various stakeholders, including the LKA, MGFFI, relevant NGOs, and local police throughout the state. Together, they increased their outreach efforts through awareness campaigns which included pamphlets, flyers, and additional training for police officers. They also leveraged their resources and used additional border checks originally designated to check for soccer hooligans to also

check for possible TIP victims. Lastly, the group worked with local police to increase the latter's presence in red light districts and in other areas where tourists were expected to congregate.

State put their Money where their Mouth is

¶4. (SBU) Senior officials at the MGFFI told us they believe NRW has played a "leading and pioneering role" in Germany in supporting TIP victims, an assessment shared by the Federal Family Ministry, which has the lead within the German federal government on fighting TIP. MGFFI funds various NGOs that work in this area and noted that there was a mass outcry across party lines from state parliamentarians when the administration did not request funding for TIP victim services programs in 2007 due to an anticipated budget crunch. Parliamentary members added a line item to the budget and overwhelmingly voted to continue funding these programs, which receive 1 million euros annually. In NRW, eight NGOs are specifically engaged in helping TIP victims who have been forced to work in prostitution.

From Traditional to Innovative: Taking Effective Programs One Step Further

¶5. (SBU) Ministry officials highlighted one work transition program, jointly funded by NRW and the European Union's Social Fund with 1.1 million euros, calling the administering NGO ("Madonna") one of the most "successful and respected" in the field. They highlighted that from mid-2006 until mid-2007, 40 (of 70) prostitutes were successfully trained to become nurses in homes for senior citizens. MGFFI supports Madonna's work with 245,000 euros annually.

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¶6. (SBU) The head of Madonna told us that in 2006, in response to press speculation about an increase in forced prostitution during the World Cup, the organization teamed up with another NGO, Kober, to extend their counseling services to women who wanted to get out of the prostitution industry. While Madonna and Kober have traditionally offered intensive counseling in-person and via telephone, the launching of the new cooperation agreement allows them to pool their resources to increase effectiveness, to offer their services in an on-line format in seven different languages, and to branch out across the state.

Comment

¶7. (SBU) Our conversations with key stakeholders across NRW indicate that the media hype surrounding the anticipated increase in forced prostitution during the 2006 World Cup -- although it turned out to be unfounded -- served as a major motivational tool for those in the state who fight this crime on a daily basis. In addition to expanding the scope of existing methods, these groups also designed new and innovative strategies for combating forced prostitution. We share the confidence of NRW stakeholders that they are on the right track. The state's commitment to funding anti-TIP initiatives is another indication that there is strong political will to fight human trafficking.

¶8. (U) This message was coordinated with Embassy Berlin.
BOYSE